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ABSTRACT

Using the District Review of Vocational Education (DROVE) process, information from 60 California district vocational education systems was collected and analyzed to determine important implications for State level management of vocational education. Some 257 visiting team members participated in writing recommendations and commendations from which 4,617 discrete data statements were identified. These data statements were then summarized and placed in categories which reflect seven major areas of concern: Clarification and implementation of system procedures; improvement in administration and staffing; increased participation in management; expansion of the population served; improvement of program quality; improvement of information processing and dissemination; and other improvement strategies. As a result of this analysis, 16 conclusions were stated and grouped in three general areas of administrative concern: Policy, services, and professional development. The appendixes include characteristics of the districts reviewed, characteristics of the visiting team members, and the background on the report statements and method of analysis. (BM)

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DROVE

DISTRICT REVIEW OF VOCATIONAL EDUCATION

POLICY IMPLICATIONS
DERIVED FROM 60 DROVE REPORTS

PREPARED FOR: VOCATIONAL EDUCATION SUPPORT UNIT
CALIFORNIA STATE DEPARTMENT OF EDUCATION

IN COOPERATION WITH: NAPA COUNTY OFFICE OF SUPERINTENDENT OF SCHOOLS

AUGUST 1976

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INTRODUCTION

Beginning in 1973-74, the Vocational Education Section of the California State Department of Education has conducted, during each school year, district management reviews of twenty high school vocational education systems in California using the District Review of Vocational Education (DROVE) process. The DROVE management review is best described as a structured, consultant-directed self study followed by a verification study conducted by a visiting team of outside vocational education administrators and consultants. Participating school districts receive instrumentation and directions for the self study about six weeks before the arrival of the visiting verification team. The team, consisting of from three to five persons, arrives, reviews the self study, and spends two to three days observing and interviewing. The team writes a report consisting of recommendations and commendations and presents it orally to district representatives prior to the completion of their visit. Within 30 days of the completion of their visit, the superintendent of the district receives their formal written report.

In the fall of 1974, the district self study was amplified to include subject matter assessments conducted in agricultural, business, homemaking, and industrial education. The results of the subject matter assessments are available to the visiting management review team for its consideration during the verification visit.

Apart from use by the districts, the visiting teams' written reports are used by the state as a source of qualitative data for describing vocational education available to California students. During 1973-76, 20 districts selected on a stratified random basis were reviewed annually. By the end of the third year of the reviews, it was judged that sufficient data had been collected from the 60 districts reviewed to perform a worthwhile analysis.

The outcomes of this analysis, reported in what follows, have implications for managers of vocational education at all levels. To those at the state and regional levels, the analysis suggests areas to consider when deciding how to help districts throughout the state improve the quality of their services to students. It is suggested that this information about how visiting teams perceived the operations of vocational education delivery systems in 60 districts

in California will be useful to decision makers and to persons formulating alternatives for consideration by them.

The validity of the information reported herein rests in the premise that sound evidence can be obtained from the observations and opinions of a group of qualified judges. In this study, evidence is derived from the conclusions of the groups of qualified vocational educators and consultants who served as visiting teams. The DROVE report writing procedure required consensus; teams were instructed to reach agreement on all statements included in their reports. To varying degrees, their judgments reflected consensus judgments made earlier by local self-study committees, whose reports they reviewed. Visiting teams' recommendations and commendations were also tested against local opinions, as each team presented its report orally to district personnel during the verification visit.

It is estimated that well over 700 people were directly involved in expressing and confirming the opinions about the operational aspects of the vocational education programs that are reported here. Over the three-year period covered by this study, 257 individuals served as visiting team members. Local self-study committee sizes were not reported, but it can be assumed that an average of at least eight persons per district, or 480 local personnel, participated.

As further indication of the validity of DROVE report statements, follow-up studies of the 1973-74 and 1974-75 reviews confirmed acceptance of visiting team recommendations by local personnel. In 39 districts where follow-up interviews took place one year after the district review, persons interviewed were asked if the team's recommendations were reasonable; according to their responses, 89 percent of the statements were thought to describe reasonable courses of action.

The 60 districts reviewed comprise about 16 percent of the school districts in California. In 1973-74 these districts reported a total attendance of over 200,000 students in grades 9-12, including nearly 78,000 of the state's 715,000 secondary vocational education students. A study of available statistics on district size, finances, and geographic distribution showed that, for the most part, the variety in the sample conformed to the variety in the total population in these characteristics.

Many individuals helped to develop the information in this report. The contributions of the visiting team members who produced the district review reports cannot be overstated. Key to the project was the support of members of the vocational education administrative unit of the State Department of Education; in particular, Samuel Barrett, State Director of Vocational Education, and his administrative staff. Throughout the study, Peter Kneedler and Charles Manning of Vocational Education Field Operations provided information and opinions based on their experience in administering DROVE reviews and conducting follow-up studies. Mary Auvil, long-time consultant to the DROVE staff, analyzed the 60 review reports, developed the statistical tables, and prepared the report draft. The project was directed by Ernest Neasham of Vocational Education Field Operations. Dr. Neasham prepared the management summary and is responsible for the content of the report.

Special commendation is due Piercy Holliday, Napa County Superintendent of Schools, and J. Wilson Bilyeu, Coordinator of Vocational Education for Napa County. These gentlemen and members of the County staff supported the DROVE project with advice and administrative and fiscal services.

Roland Boldt
Administrator,
Vocational Education Field Operations

Section I

EXECUTIVE SUMMARY

Data from 60 public high school district reviews of vocational education are analyzed here for their implications for state-level management. Some 257 visiting team members participated in writing recommendations and commendations from which 4,617 discrete data statements were identified. Sixteen conclusions are discussed in relation to implications for policy, services, and professional development. Although no claims are made that the sample used is representative of all school districts in California, it was a random selection that was geographically distributed throughout the state, and sample characteristics on readily available descriptive dimensions approximated those of the population.

In the realm of policy considerations, the analysis indicated that more work remains to be done in implementing:

- The district vocational education delivery system management guidelines which were issued in 1970.
- The use of advisory committees as required in the State Plan for Vocational Education.
- District practices which will create a favorable environment for vocational instruction.
- A wider variety and improved quality in instructional programs.[1]
- Standards for work experience programs.

In regard to services furnished by state management through the Vocational Education Support Unit, the analysis indicated that:

- More cooperative planning among local agencies and among components within school districts should be implemented.
- Districts need additional help in understanding and implementing special services for the disadvantaged and handicapped.

It was pointed out that state-level administration has specific responsibilities to encourage cooperative planning and provision of services for the disadvantaged and handicapped. Suggestions were made as to some of the alternatives that might be considered in improving services in these two areas.

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[1]A "program," as it is used here, refers to an articulated sequence of courses providing skills necessary for entry level employment in an occupation.

The analysis suggested several issues having to do with perceived inadequacies in the skills needed to manage district vocational education delivery systems and to provide the services required. These issues were viewed as having implications for the Vocational Education Support Unit professional development responsibility specified in the State Plan for Vocational Education. It was recommended that surveys be made to determine training requirements and that the Vocational Education Support Unit make available training and incentives which would provide suitable experiences for those needing them.

Those wishing to understand the full implications of the study conclusions should examine Section III. The data from which these conclusions were derived is described in Section II which follows.

Section II

ANALYSIS OF DROVE TEAM PERCEPTIONS OF ISSUES AND COURSES OF ACTION

The courses of action and commendable features that DROVE visiting team members cited in their reports were classified for analysis by deriving a list of 35 categories of recommendations and corresponding commendations. The 35 categories represent major strategies suggested for improving vocational education delivery systems in districts reviewed and reflect team perceptions of desirable system performance. For the analysis of issues, the categories of recommendations and corresponding commendations were grouped under seven topics. These have been identified as areas of concern which appeared consistently throughout the teams' reports. Table 1 lists the seven areas of concern and shows how the 4,617 statements (recommendations and commendations) which were identified in analyzing the reports were distributed.

Table 1

VOCATIONAL EDUCATION SYSTEM ISSUES AS PERCEIVED BY REVIEW TEAMS

AREA OF CONCERN	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
1. Clarify and fully implement system procedures.	643	163	806
2. Improve administration and staffing.	267	95	362
3. Increase participation in management.	484	137	621
4. Expand populations served.	256	113	369
5. Improve program quality.	338	225	563
6. Compile information and improve dissemination.	456	211	667
7. Initiate other strategies for improvement.	690	539	1,229
Total	3,134	1,483	4,617

As the table shows, teams were particularly concerned with the procedures districts were using in operating their vocational education delivery systems and with the level of participation of individuals and organizations in system activities. They also gave considerable attention in their reports to the

ways districts were obtaining, communicating, and using data and other information.

Comparisons of the number of recommendations with the number of corresponding commendations often appeared to be meaningful. It was discovered that a ratio of two recommendations for each commendation was maintained for the 60 reviews. The percentage of statements that were recommendations was especially high (80 percent) for the issue, "Clarify and fully implement system procedures"; the percentage was lowest (60 percent) for "Improve program quality."

While quantitative comparisons of this sort were useful in making judgments about the significance of teams' recommendations in many categories, they could be misleading in others; so the nature, or quality, of activities commended or recommended was also used. For example, recommendations for a topic under the issue, "Compile information and improve dissemination," urged planned, coordinated programs which would systematically disseminate information about district vocational programs and services. On the other hand, corresponding commendations were frequently addressed to individuals or deparments for independent or one-time efforts. While less than two-thirds of the statements in the category were recommendations, the implication that very little systematic promotion of vocational education was occurring in the districts reviewed was inescapable. Thus, both quantitative and qualitative comparisons were used to arrive at the conclusions and to formulate the suggestions for future courses of action presented in this analysis and elsewhere in the report.

In the text which follows, the perceptions of the visiting teams about the vocational education delivery systems they reviewed have been synthesized and summarized in separate tables under the seven areas of concern. Selected recommended strategies are also discussed, since some of the future courses of action suggested contribute to understanding the issues.

Every review team perceived a need for more systematic, coordinated approaches to the delivery of vocational education services. In particular, teams felt that the districts reviewed lacked definitive procedures for program planning, review, and evaluation; for placing students; and for promoting vocational education. Visiting teams found that these system components often functioned independently, informally, irregularly, or with what was construed to be insufficient support. Teams recommended that, where they occurred, the

Table 2

CLARIFY AND FULLY IMPLEMENT SYSTEM PROCEDURES

RECOMMENDED STRATEGIES	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
Clarify goals and objectives.	33	10	43
Establish systems for operation procedures.	318	50	368
Develop criteria, policies.	58	10	68
Assign responsibility.	57	5	62
Improve writing, use of planning documents.	116	29	145
Refine present practices.	61	59[1]	120
Total	643	163	806

[1]Corresponding commendation: Recognizing need to improve performance.

commendable efforts of individuals or departments be strengthened and coordinated in districtwide systems, with established procedures and designated persons made responsible for implementation. (See Table 2.)

Procedures and plans recommended for district development also included procedures for collecting and disseminating data and other information, procedures for identifying and serving disadvantaged and handicapped students, plans for maintaining and replacing equipment (cited in over one-fourth of the reports), and plans for inservice programs.

Systematic procedures recommended for program planning, review, and evaluation require defined criteria and policies to guide decisions and to evaluate performance. Teams found that many of the districts reviewed needed to establish policies and standards for continuing, modifying, or deleting programs; to write or adapt performance objectives for evaluating the effectiveness of their vocational programs; and/or to review and update their district plan for vocational education for use as a basis for evaluation.

Review teams supported the concept that a current, valid district plan for vocational education, which lists goals and objectives and outlines activities for achieving them, is an important tool in implementing systematic delivery of vocational education services. However, their recommendations gave evidence that in many of the districts reviewed, district plans had been

only partially implemented. They found that vocational instructors frequently were not familiar with their district plan and had not been involved in its writing. Teams recommended that this condition be remedied by involving teachers, other staff, advisory committees, and others in writing the plan and by giving it wider distribution. Teams also recommended that local personnel become more familiar with the State Plan for Vocational Education and use it in setting standards for their district system.

Teams commended districts where personnel indicated that they recognized the need for improving aspects of their vocational education programs and services. Frequently these commendations indicated that the DROVE self study had helped to make local participants aware of weaknesses in their delivery system.[1]

CONCLUSIONS

- *There is wide acceptance of the concepts of the 12 function vocational education delivery system among vocational education administrators.*
- *Districts have yet to implement the full vocational education delivery system as specified in district planning guidelines and they will need time and help to move closer to implementation.*

Table 3

IMPROVE ADMINISTRATION AND STAFFING

RECOMMENDED STRATEGIES	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
Establish or strengthen coordinator position.	42	8	50
Clarify roles and responsibilities.	26	2	28
Coordinate ongoing activities.	30	0	30
Expand staff.	79	56	135
Support professional development.	90	29	119
Total	267	95	362

[1]This was confirmed in interviews reported in DROVE follow-up studies available from the Evaluation Office, Vocational Education Support Unit, California State Department of Education, 721 Capitol Mall, Sacramento, California 95814. These one-year-after studies of 39 reviews conducted in 1973-74 and 1974-75 indicate that the review process has caused change in the direction of implementing the components defined in the required district plan outline.

At the time of the reviews, in over one-half of the participating districts no position existed equivalent to coordinator of vocational education. Visiting teams recommended that, even in small districts, one person be named responsible for administration of the district's vocational education component. They advocated that the vocational education coordinator position carry authority commensurate with responsibilities for managing the vocational education delivery system. Reports cited specific instances where existing positions should be strengthened, e.g., by giving the coordinator additional time for performing his tasks or by giving him responsibility for developing budgets, or supervising work experience, placement, or vocational counseling services.

In some instances where a coordinator position existed, review teams found that the position was weakened because of confusion about this person's role and/or position in the district administrative structure. Developing a job description defining the vocational education coordinator's responsibilities and an organization chart delineating his or her line of authority was recommended to establish and clarify the duties of the coordinator.

That team recommendations concerning vocational education delivery system staffing are having effect is confirmed in recent findings of follow-up studies conducted annually by DROVE management.[2]

Job descriptions to clarify roles and assign responsibilities for counselors and work experience coordinators were also recommended, usually with the aim of identifying and separating their tasks so that each could give more adequate attention to his respective responsibilities.

Recommendations identified in the category, "Coordinate ongoing activities," were directed toward specific instances where teams felt that individuals, departments, or school units that were acting independently could

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[2]Follow-up interviews at 39 districts produced the following information about progress on recommendations to establish or strengthen the vocational education coordinator position: Sixteen of the districts had been advised to improve management of vocational education by establishing a vocational education coordinator position or by giving equivalent responsibility to a designated administrator. One year after the review, the position had been created or was planned in eight districts. In four districts interviewees could not foresee implementation of this recommendation. Recommendations to give coordinators additional authority and/or responsibility or added time had been or would be implemented in four of the eight districts where this was suggested.

provide services more effectively through coordination or consolidation of their efforts. These activities included promoting vocational education programs, recruiting students, providing guidance and counseling services for them, and placing them in jobs. The need to improve coordination of delivery system operations in general was implied in other courses of action suggested throughout the reports.

Teams apparently welcomed the opportunity to commend districts where they found the vocational education component to be adequately staffed with well qualified, enthusiastic personnel. They were also convinced of the need to expand staff, and made recommendations for assigning additional certificated and classified personnel, paraprofessionals, student aides, and adult volunteers. Over one-half of these recommendations (44) called for additional staff for guidance and counseling; other operations most often found to be understaffed were vocational education management, work experience education, and placement. Recommended additions to staff included vocational counselors and paraprofessionals to improve vocational counseling and career guidance services, additional personnel to expand career center services, clerical staff to assist the coordinator of vocational education, and staff assigned to coordinate or assist in work experience and placement activities.

Recommendations stressed making staff assignments that are more suitable to job requirements; e.g., using paraprofessionals, classified, and/or volunteer workers to assist certificated personnel or to perform other appropriate activities. In several larger districts specialists in project writing and curriculum development were suggested as additions to staff.

CONCLUSIONS

- *Districts have been unable to provide the staff time necessary for effective vocational education management.*
- *Vocational education delivery system personnel often lack a clear understanding of their authority and responsibilities.*

Three-fourths of the review reports urged support of inservice activities to upgrade staff skills. Over half of the recommendations for inservice training were in guidance and counseling: teams thought that counselors needed to acquire skills in vocational counseling and that teachers needed approaches for incorporating career guidance in their instructional programs. Another area suggested for inservice training was in uses of information such

as population needs, job market, and evaluative data; student surveys; and follow-up data. Several recommendations proposed inservice for all staff that would increase their awareness and understanding of the goals, objectives, and offerings of vocational education. Other topics included techniques for promotion, program planning, and evaluation; orientations in career center and ROP services; and information about funding procedures.

Techniques suggested for providing inservice experiences included attendance at county and state workshops and conferences, visits to exemplary programs, and periodic staff meetings. Teams proposed support for these activities in the form of released time or substitute services, travel allowances, and conducting inservice activities locally.[3]

CONCLUSION

- *Vocational education staff members and others who provide services to vocational education students are often perceived as deficient in the skills and knowledge necessary for effective performance.*

Table 4

INCREASE PARTICIPATION IN MANAGEMENT

RECOMMENDED STRATEGIES	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
Establish, use advisory committees.	173	23	196
Involve students, graduates, youth groups.	88	19	107
Increase involvement of school, district personnel.	143	65	208
Increase involvement of non-district personnel.	80	30	110
Total	484	137	621

Visiting teams clearly felt that involvement of more people was necessary to improve delivery of vocational education services to students, especially in the areas of program planning, placement, instruction, program review, and evaluation.

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[3]In follow-up interviews at 39 districts one year after the reviews, it was reported that action had been taken or was planned on over three-fourths of the 58 recommendations made to these districts to support professional development through inservice activities.

Advisory committees were mentioned in about half of the recommendations for increased participation. Nearly every district was urged to establish and/or put existing committees to more use providing help with compiling job performance requirements, planning and reviewing programs, and evaluating their effectiveness. Subject matter advisory committees were to be activated for advice about instruction, entry-level skills, and job placement.[4]

CONCLUSION

- *Advisory committees are not being used in the manner specified in the California State Plan for Vocational Education.*

Teams cited students as another population which has seen too little involvement in implementing vocational education system improvements. In particular, they endorsed increased sponsorship of vocational youth groups, with club activities made an integral part of instructional programs. They suggested that youth group members could assist in vocational education promotion by developing awareness among fellow students and parents of opportunities available through vocational education. Youth organizations should also be more active in student recruitment, teams felt. They proposed that members could visit feeder schools to make contacts with students there. Visitors also thought that vocational education students should have more input in program planning, review, and evaluation processes.[5]

Within the district structure, teams most often suggested increased teacher participation. They seemed especially anxious that vocational instructors have more input in the program planning process; this recommendation appeared in nearly one-half of the 60 reports. Teams also advised that teachers and other staff become more involved in student placement and program

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[4]In the reports for 35 of the 39 districts where follow-up interviews took place one year after the review, 107 statements were identified which recommended establishing advisory committees or increasing their use. In 24 districts that were advised to establish committees, subject matter advisory committees had been organized or were planned in 13 districts; general advisory committees in seven districts, and ad hoc committees in two districts.

[5]Increased participation of students and vocational youth groups in instruction, program review, promotion, and other activities was reported by 23 of the 39 districts where follow-up interviews were conducted. Over three-fourths of the recommendations to increase student involvement had been implemented or implementation was planned. Youth groups had been or would be organized in 12 districts and activities of existing groups had been stepped up in response to all recommendations advising this.

promotion, review, and evaluation activities. Their recommendations seemed to indicate a feeling that more involvement of lower echelon personnel (site administrators, department heads, teachers, counselors) in vocational education management processes was desirable in many of the districts reviewed.

Districts were encouraged to involve more persons from outside the district organization. For example, teams suggested that employers and other representatives from the community be consulted in program review and evaluation. They felt that more use could be made of county staff, to assist in compiling information about population and job market needs and in planning articulated programs; that state staff should be consulted more often for help in program planning and evaluation; and that the services of the California State Employment Development Department and other agencies should be used in placing students and securing planning information.

CONCLUSION

- *Those who manage vocational education delivery systems are thought not to solicit sufficient inputs from students, colleagues, and community.*

Table 5

EXPAND POPULATIONS SERVED

RECOMMENDED STRATEGIES	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
Provide services for students with special needs.	106	34	140
Include others not now being served.	97	56	153
Review conditions which affect use of services.	53	23	76
Total	256	113	369

In over two-thirds of the 60 reports, teams suggested one or more ways they thought districts could improve their services to special target groups. Their recommendations reflected a need for more systematic efforts by districts to identify disadvantaged and handicapped students and to enroll them in programs designed to meet their special needs. Teams also urged districts to strengthen their vocational instruction and counseling services for continuation school students and to give more consideration to the needs of other

special groups in their service areas: adults who might benefit from vocational training, out-of-school youth, transients, and women.[6]

CONCLUSION

- *The obligation to provide special programs and services for the disadvantaged and handicapped has been poorly understood and insufficiently implemented.*

Districts were advised to make vocational education programs and services available to larger student populations. In particular, visiting teams recommended that districts assume responsibility for placing more students who have completed vocational programs. They proposed that vocational counseling be made available to all students in the district and that students be given vocational guidance earlier in their school years, with career awareness activities provided for younger students. They also suggested measures to make career information center services available to more students, including junior high school students, and to others in the community.

Throughout the reports, teams pointed out a variety of conditions which affect participation in programs and use of services. These included:

- Scheduling of classes, length of courses, prerequisites and graduation requirements.
- Accessibility of counselors and the location and hours of the career center.
- Transportation to off-campus programs.
- Facilities and equipment suitable to meet safety standards for the number of students enrolled.
- Male/female stereotyping of programs.

Teams suggested that districts review conditions such as these and make changes that would encourage more students to participate.

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[6]A total of 65 recommendations for improving services for special target groups appeared in 29 of the reports delivered to the 39 districts where follow-up interviews were held. One year after the reviews, interviewees reported that action had been taken or was planned on 89 percent of these recommendations. Steps had been taken to provide vocational counseling and instruction for continuation school students, to identify and recruit disadvantaged and handicapped students, and to use setaside funds to provide services for them (even though some did not think this was a highly reasonable course of action). Interviewees said that recommendations concerning services for adults and out-of-school youth also had been or would be implemented.

CONCLUSION

- *School district practices frequently discourage students from participation in vocational programs.*

Table 6

IMPROVE PROGRAM QUALITY

RECOMMENDED STRATEGIES	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
Provide programs to meet needs.	117	99	216
Improve curriculum design, materials.	71	30	101
Improve instructional methods, materials.	30	19	49
Improve work experience programs.	82	38	120
Use regional occupational program as instructional resource.	38	39	77
Total	338	225	563

Fifty-three of the 60 districts were advised to expand their programs by offering additional vocational training opportunities. Review teams suggested a wide variety of courses that would result in more comprehensive programs designed to meet district population and job market requirements. As well as new vocational courses, vocationally oriented courses in other disciplines and career awareness components were suggested. Districts were advised to consider vocational training experiences they might offer students through special vocational education grant projects.[7]

Over 75 percent of the reports contained recommendations for curriculum development. These stressed writing or revising performance objectives and courses of study, reviewing and upgrading the vocational status of programs, and organizing vocational courses into sequential programs. To improve instruction, teams advocated a variety of techniques, including increased individualization of instruction, better use of learning resource facilities, and providing certificates of proficiency.

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[7]In addition to the 117 recommendation statements tabulated here, 31 other statements suggested program expansion in one of the four program areas: agriculture, business, homemaking, or industrial education.

CONCLUSION

- *Vocational education program alternatives for students are limited in variety and availability.*

In their recommendations and commendations, teams supported work experience as an important component of vocational education. In 26 of the reports they recommended that districts establish or expand work experience programs to provide exploratory, general, and/or vocational work experience education opportunities for their students. In one-fourth of the 60 reports, teams recommended that additional staff be assigned to this area, often suggesting that the present level of staffing did not meet education code requirements. Recommendations also indicated a need for some districts to strengthen the job-related instruction component of the work experience program. Districts were also encouraged to expand or consider offering summer programs and to provide work experience opportunities for continuation school and handicapped students.[8]

CONCLUSION

- *Standards for work experience education programs frequently are ignored.*

As a means of supplementing on-campus programs and services, teams endorsed greater participation in regional occupational programs. In addition to the recommendations tabulated above, to use the ROP as an instructional resource, they proposed interaction with the ROP in other ways; e.g., cooperating with the ROP in obtaining population needs and job market information, in providing counseling and placement services, and in planning and reviewing programs. Teams proposed that ROP offerings be included in promotion and recruitment information prepared by the district and that counselors encourage students to enroll in ROP classes.

There was no indication in the DROVE reports that ROPs were supplanting high school vocational education programs; teams never recommended that districts "pull back" from association with these programs. Where districts at

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[8]As shown in Tables B-5 and B-6, Appendix B, about three-fourths of the districts reviewed reported enrollments in work experience education programs in 1973-74.

one time may have felt threatened by ROP competition, apparently practitioners in the field now accept the ROP as a viable alternative for supplementing district vocational education offerings and services.[9]

Table 7

COMPILE INFORMATION AND IMPROVE DISSEMINATION

RECOMMENDED STRATEGIES	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
Compile, disseminate, and/or use data.	320	139	459
Inform audiences about vocational education.	87	50	137
Improve communication, interaction among participants.	49	22	71
Total	456	211	667

Information is basic to the conceptual vocational education delivery system. Strategies for developing more accurate, usable information and for improving its communication and use were a major topic of DROVE reports. Included were recommendations for gathering and disseminating the information required to determine program needs and course content, gathering and using student survey information in counseling and recruitment, collecting follow-up and other data useful for program review and evaluation, communicating information about vocational education offerings and opportunities to potential clients and supporters, and improving, in a more general sense, communication and interaction among participants in the vocational education delivery system.

Teams perceived that many districts needed to make more use of available sources of information or to implement plans to collect data regularly. There was indication in their reports that in some cases where data had been gathered, it had not been compiled in a usable form or disseminated to persons who would put it to use. It also appeared that occasionally, for a variety of reasons, available data for decision making may have been disregarded in favor of other considerations.

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[9] In the 39 follow-up interviews, it was reported that action had been taken on 80 percent of the recommendations teams had made regarding district participation in regional occupational programs. Interviewees said that three-fourths of these recommendations had been completely implemented within the year; all others were in process.

In districts where information systems were thought to be operating effectively, reviewers recommended refinements in procedures for updating and communicating information, suggested additional information that might be useful, and urged more use of data in appropriate applications.

CONCLUSION

- *The perceived inability of vocational education delivery system personnel to receive adequate communication or to communicate effectively is a critical issue.*

Visiting teams found that efforts by districts to provide promotional information about vocational education offerings and services often were limited to individual, unscheduled, informal, or one-time activities. In multiple high school systems lacking strong coordination or where interschool communication was poor, it appeared that little was being done to develop efficient districtwide operations for increasing the visibility of vocational education. Reviewers felt that more systematic efforts should be made to communicate promotional information (e.g., about district, ROP, and community college programs; vocational education activities; exemplary achievements) to the community, to students, and to district personnel.

Teams perceived needs to improve communication between persons involved in system activities, especially those operations where many people should interact, i.e., program planning, guidance and counseling, and instruction. Reviewers recommended measures to facilitate the exchange of information vertically and horizontally (e.g., regular meetings to discuss objectives, operations, needs, and priorities; dissemination of information to staff about district plans, programs, resources). Teams felt that system operations would benefit from more discussion and cooperation between administrators and staff, among district schools, and between units providing similar or complementary services (career centers, ROP, county office, or other educational agencies).

CONCLUSION

- *Vocational education delivery system personnel often feel that their fellow district professionals outside vocational education lack sympathy for their purposes and understanding of their contributions.*

Table 8

INITIATE OTHER STRATEGIES FOR IMPROVEMENT

RECOMMENDED STRATEGIES	NUMBER OF RECOMMENDATIONS	NUMBER OF COMMENDATIONS	TOTAL
Cooperate with others, use joint planning.	176	115	291
Provide resources (time, facilities, equipment, materials, funds).	139	89	228
Use specified techniques, materials.	104	110	214
Use career center services	99	79	178
Evaluate performance, implement changes.	120	51	171
Other	52	95	147
Total	690	539	1,229

Throughout the reports, teams encouraged districts to cooperate with outsiders in implementing programs and services and to use outside resources to extend the resources of the district. Teams recommended systematic use of manpower agencies as sources of information and to assist in placement. They commended and recommended cooperating with regional occupational programs in a variety of ways, including career center development, counseling and placing students, collecting data, and providing transportation for student and inservice for staff. A few districts had participated in county or area data collection projects; others were advised to obtain information available from their county office. Recognizing constraints preventing on-campus program expansion, teams recommended that districts investigate facilities in the community that could be used and that they survey the community for other resources. Districts were advised to cooperate with commmnity colleges in information gathering, sharing facilities and staff, and providing counseling services.

Joint planning among district components and with other agencies appeared as a concern in 80 percent of the DROVE reports, where teams made recommendations and commendations for articulation in vocational instruction, program planning, program review, guidance and counseling, and student recruitment activities. In particular, they advised districts to plan jointly with other programs and to develop closer cooperation between existing programs within the school, within the district (e.g., with feeder schools, other high schools,

adult and continuation schools), with community colleges and ROPs, and with neighboring districts.

CONCLUSIONS

- *Those responsible for district vocational education delivery systems are unable or unwilling to make use of many of the services available from outside agencies.*
- *Very little joint planning for vocational education has been implemented among manpower agencies.*
- *Cooperative planning for vocational education programs and services among the educational components within school districts is either lacking or inadequate.*

In about two-thirds of the reports, teams urged districts to provide more adequate resources in the form of staff time, facilities, equipment, materials, and/or funds to maintain vocational education programs. Districts were most often commended for the facilities, equipment, or materials they supplied, but they were most often advised to allocate additional staff time to support operations. Taken in conjunction with recommendations for adding personnel discussed earlier, staff time seemed to be the most critical resource for improving vocational education services in the districts reviewed. Lack of sufficient staff or staff time has been blamed for poor performance in all areas of system operations.

Prior to reviewing the district vocational education system, teams were advised to write brief statements stressing what the district should do to improve unsatisfactory conditions and to let the district determine the best technique for accomplishing the task. Teams sometimes did prescribe specific techniques or materials which seemed applicable to a given situation, however. For example, districts were advised to use specific inputs for planning and revising curriculum; to go to specific sources to identify potential students; to use specific materials and techniques in counseling, recruitment, and promotion. Similarly, districts were commended for specific materials and techniques used.

Career centers were mentioned in every report. Where teams did not find centers in operation, they recommended that districts establish them; other districts were commended for operating career center facilities. Teams urged districts to expand these facilities, e.g., to stock them with additional

materials or to provide additional services. About one-third of the districts were advised to consider ways to make centers more accessible to their clients, either by keeping the centers open during more hours when clients could use them or by locating them more conveniently.

Commendations in over one-third of the 60 reports indicated that these districts had initiated some form of program review and/or evaluation or that they were taking action to implement program changes in response to review findings. However, many of these districts were advised, as were the remaining majority, to institute more systematic, regular procedures for keeping programs current and for checking on system performance. Teams seemed to agree that districts should review all vocational programs in relation to other programs annually and make decisions about adding, modifying, or deleting programs. They also urged ongoing and periodic review of how well the entire vocational education delivery system was operating.

These matters are important and should be taken into consideration, but they have not been accorded the status of conclusions since their statewide significance is not as great as those selected above.

Section III

DISCUSSION AND RECOMMENDATIONS

Sixteen conclusions were made as a result of the analysis and are reported in Section II. No doubt many more are possible but those selected were identified because they were thought to be of particular significance for state-level support of vocational education delivery. These conclusions are discussed below in terms of their special significance to state-level management. To bring out the full meaning of the conclusion and its implications, alternative courses of action are also suggested. The writer does not intend that these courses of action be interpreted as the only alternatives available to the Vocational Education Support Unit. Rather, they are presented as logical courses of action to clarify the issue identified by the conclusion.

What do the conclusions tell us about the results of past efforts and what is implied about future alternative courses of action? Although no claim is made that the sample analyzed is typical of all secondary districts delivering vocational education services in the state, it must be conceded that repeated recommendations made by a variety of qualified observers who have been trained to use uniform and systematic procedures in randomly selected school districts should be of more than casual significance to those responsible for overseeing the administration of vocational education for the entire state.

The conclusions are grouped in three general areas of administrative concern: policy, services, and professional development.

POLICY

Seven of the 16 conclusions relate to policies--either those in existence or those which should be considered for definition or clarification. In its policies and guidelines for district planning, the state has required that 12 management areas comprising a conceptual management system be addressed. By the frequency of their recommendations, DROVE teams have revealed that districts are far from implementing the full management system. Of equal significance, however, is the fact that the team members have indicated that the conceptual 12 function system has been accepted as the basis for the system to deliver services and that districts are working toward full system implementation. This indicates two important considerations for future state actions. First, since districts have largely accepted the conceptual system, any

alteration of management requirements (changes in the system) should be required only if absolutely necessary. Districts have spent five or more years in becoming acquainted with present planning requirements. The process of assimilation has been slow and full understanding of the system is yet to come in many cases. Districts may perceive changes in management rules and requirements to be arbitrary. Sudden or drastic changes without adequate and logical justification are likely to cause confusion and instability in local system management.

The second consideration relating to the management system policy conclusions is the obligation for the Vocational Education Support Unit to further assist districts in clearly understanding their responsibilities for system management, and to help vocational education managers gain the skills and support necessary to further implement their systems. It is not sufficient to develop a conceptual system and assume that it will be implemented automatically. If districts are expected to gather reliable information to justify their programs, utilize inputs from faculty and advisory committees in planning, obtain or furnish career decision making services for students, provide appropriate instruction, and systematically plan and evaluate their programs and systems, they will need more help than they have been receiving. In other words, if a uniform systems approach to vocational education is to become reality, more help must be given.

Reinforcing the conclusions about system implementation is the conclusion about the shortage of staff time available to provide all of the functions required by the system. The data suggest that the problem lies partly in the priorities that districts are assigning to vocational education and partly in how available staff time is being allocated. Districts must be convinced of the need for vocational curriculum justification both in terms of the needs of students and of the local community. They must be persuaded that the management functions required in district plan guidelines are necessary and that personnel should be provided to perform them. On the other hand, additional manpower for the management of vocational education might not be the answer. The solution might be in teaching vocational educators how to utilize existing services and how to present their needs and requirements in a way that will gain them a fair share of district services and resources. The Support Unit might even consider creating policy and initiating a campaign of advocacy among local districts to obtain the status necessary for local vocational

education delivery systems to exercise the influence necessary to improve effectiveness.

Support Unit policy (as expressed in the State Plan for Vocational Education) requires and recommends extensive use of advisory committees to assist in vocational education planning and evaluation. DROVE team recommendations concerning the use of advisory committees indicate that they are often nonexistent or are "paper committees." This was previously established by a statewide survey conducted by the Support Unit staff in 1973.[1] It would seem inescapable that the state must either take the measures necessary (training or funding incentives) to make advisory committee use in the specified manner a reality or it must revise the policy to fit current practices. At the very least, the Support Unit should investigate the advisory committee problem in depth and suggest a feasible course of action which districts could adopt in fulfilling their obligations.

The same principle of "show them how to do it or remove the requirement" applies to work experience education standards. The Support Unit should study the work experience education problem in depth and either suggest ways in which staffing ratios can be corrected and more effective occupational emphasis can be achieved or take steps to change the policies and rules to conform to present practices.

Another policy-related priority revealed by the conclusions concerns the limited alternatives available to students considering vocational education. Eighty percent of the districts surveyed were thought to be deficient in the variety of programs offered and three-fourths of the districts needed to improve the organization of existing programs. A fundamental purpose of federal aid to vocational education is to provide for the expansion of opportunities for students. The Support Unit should examine its present priorities closely and determine how it might stimulate the growth and improve the quality of vocational education opportunities for students. For example, what is the feasibility of providing direct assistance in reorganizing major programs of instruction? Should model instructional units be produced at the state level and made available to teachers? Should model laboratories for demonstrating

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[1] Districtwide Vocational Education Advisory Committees (Sacramento: Field Operations, Vocational Education, California State Department of Education, 1973).

instructional methods be created under state supervision and used for teacher inservice training? Should incentives be offered for reorganizing instruction? In sum, should the Support Unit limit itself to providing incentives and support for current operations as it presently does, or should it also point out ways to go?

These policy implications suggest the need for defining and clarifying the mission of the Support Unit, but they should not obscure another important issue: Are present efforts to expand and improve the quality of vocational education achieving the desired results and what, if anything, should be done about this?

One final conclusion related to policy concerns district practices which prevent or discourage students from participating in vocational education. It would be proper for the Support Unit to investigate and describe these practices and develop suggestions for avoiding them. It is possible that such a study would result in legislative action or an informational effort to suggest how districts could create optimum conditions for participation in vocational education programs. There are several indications that the comprehensive high school as presently organized might not be the best vehicle for the delivery of vocational education services. Perhaps it is time for public agencies which help support local districts to suggest alternatives which might improve vocational education services.

SERVICES

Another group of conclusions was identified which does not relate so directly to fundamental policy issues, but instead is concerned with Support Unit service obligations.

Increased cooperative planning among local agencies providing vocational education services was recommended repeatedly. This included planning between high schools and pre- and postsecondary schools and with agencies that could offer supplemental services or information. The frequency of recommendations about such interagency cooperation indicates that a much better use of existing resources would be realized if districts understood and accepted their obligation toward related agencies and took advantage of existing and potential services they can provide. The Support Unit should investigate present cooperative relationships existing among local agencies (junior high schools,

community colleges, county offices of education, regional occupational programs, the local Employment Development Department offices, and other similar agencies) with the purpose of suggesting how districts might best develop relationships which will enhance their vocational education delivery systems.

The Support Unit has, in the past, been charged with the responsibility of fostering and establishing cooperative vocational planning on a regional basis. This study shows that a very real need still exists for this relationship. Perhaps if cooperative planning were approached from the standpoint of helping districts manage vocational education delivery more effectively, it would achieve more success than if it only emphasized the elimination of duplicate programs.

Cooperative planning within school districts also emerged as a significant recommendation. Team members felt that vocational educators should seek further cooperation and support from other educational entities within districts. In addition to informational exchanges among various schools within a district, it was suggested that students might well be permitted to take more advantage of services and facilities available in adult education and other specialized areas. This recommendation is related to the previously discussed "district policies which discourage students from taking vocational education" conclusion, and the implications are similar. Should the Support Unit help districts to identify barriers which might be limiting student participation and encourage districts to organize in a manner which would elimnate them?

The Support Unit is charged with responsibilities concerning the services which should be available for disadvantaged and handicapped students. Analysis of DROVE data indicates that districts lack understanding of how the disadvantaged and handicapped are identified and what their obligations toward these students should be. The Support Unit should help districts in devising ways to identify and serve these students. If services for the disadvantaged and handicapped are to be improved, issuing guidelines and enforcing budgetary restrictions might not be sufficient. Districts might need explicit directions and even demonstrations of feasible methods for identifying and providing services for these students. Consideration might be given to employing trained consultants to work with consortiums of small districts and with individual large districts in establishing and operating model programs.

PROFESSIONAL DEVELOPMENT

The final six conclusions relate directly to professional development. In essence, these conclusions state that administrators having responsibility for vocational education need help in managing and communicating effectively and that those who render vocational services need to improve their skills.

It seems imperative that the Support Unit identify all those who plan for and provide the components necessary for vocational education delivery. It is known from DROVE experience that these persons are not always designated as coordinators or directors of vocational education. Indeed, titles will sometimes include superintendent, teacher, principal, vice-principal, federal project writer, department chairperson, and vocational counselor, among others. Once the administrators have been identified, a survey should be undertaken of their perceived problems in (1) obtaining information, (2) providing information in usable form, (3) involving others in planning and decision making, (4) obtaining support and resources, and (5) taking advantage of existing and potential services. This survey can then become the basis for designing inservice and preservice training to remedy the perceived deficiencies. The same identification and survey procedure can be followed to design training programs for counselors, teachers, technicians, and others who render the services necessary for the operation of district vocational education delivery systems.

Once need and content specifications for training are determined, the Support Unit should, as stipulated in the State Plan for Vocational Education, either arrange for preservice and inservice training through existing agencies or offer the training itself. It is suggested that special programs in convenient localities will be necessary for the inservice portions. In addition, the Support Unit must consider the incentives necessary to attract those who should receive training. A number of participant incentive alternatives are available. Among these are requirements for credentials or eligibility to rereceive "entitlement" grants, attractive and convenient training sites, payment of travel and living expenses, and reimbursement of districts for personnel time. Care must be taken that key individuals who can be expected to make decisive contributions are identified and involved in the program.

In closing, it is pointed out that important implications have been discussed concerning policy considerations, Support Unit services obligations to

school districts, and professional development. In all, 16 conclusions have been identified from an analysis of 4,617 recommendations and commendations which were recorded by 257 visiting team members in 60 school districts. In all of this discussion it is possible that the professional development conclusion centering around the perceived insecurity and communications problems of key delivery system participants could be lost. It is suggested that stronger vocational education leadership at the district and school level is crucial for the future development of vocational education. The concern is not whether a perceived problem is the same as an actual problem; rather it is the fear that those who think they have problems will be inhibited in the performance of their roles until something is done about their problem. Practitioners in high school vocational education believe they lack the information necessary to operate effectively: communication is the crucial issue.

Appendix A

BACKGROUND ON THE REPORT STATEMENTS AND THE METHOD OF ANALYSIS

To provide a better understanding of the derivation of material in the preceding sections, brief descriptions are included here of (1) how the DROVE report statements were written by the visiting teams and (2) how the statements were categorized and analyzed for this report.

HOW THE STATEMENTS WERE WRITTEN

Visiting teams were required to write two kinds of statements for their reports: commendations, describing commendable features of the district vocational education system, and recommendations, describing actions they thought the district should take to improve the system. To achieve uniformity in reporting style, teams were given the following instructions by DROVE staff in an orientation meeting at the beginning of their visit to the district:

- Statements should be brief and as specific as possible.[1]
- It may not be appropriate to write commendation or recommendation statements for every function: commendations should be made only for real accomplishments; recommendatons should propose significant changes to ongoing activities.
- Recommendations should be written for performances which were rated as unsatisfactory. Recommendations for improving satisfactory performance are also in order. Improvements and actions which will result in better vocational education opportunities for students are the most important product of a vocational education delivery system review.
- No recommendation is made without designating responsibility to an office or unit to carry it out.
- Recommendations must be within the capability of the unit to accomplish. It does no good to make impossible recommendations.

Commendations and recommendations were usually drafted by individual team members. Teams were instructed to discuss all draft statements and to reach a consensus agreement on all statements that were to be included in their report. Consensus discussions were held and reports were presented orally to local personnel before the team left the district. The final written report was edited, rechecked by team members, and mailed to the superintendent of the district reviewed within approximately 30 days of the visit.

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[1] These directions, with examples of report statements and other instructions for the review, are included in the DROVE Handbook, which was given to each team member at the orientation meeting.

Some sample recommendations and commendations from the 60 reports appear on the following page. These were selected to illustrate the variety of style, detail, and specificity that occurred in the statements. Each is identified by the functional heading under which it appeared in the report. Commendation statements were selected which cite commendable features corresponding to the courses of action suggested in the sample recommendations.

HOW THE STATEMENTS WERE ANALYZED

The first step in the analysis process was to identify discrete categories of recommendations and commendations. Beginning with a preliminary study of 12 reports, a listing of 35 distinct categories of recommended strategies with corresponding commendations was evolved. Using this list, all of the report statements were categorized. Statements in each report were carefully reviewed to identify: (1) compound statements which contained elements fitting more than one of the 35 categories, so that these elements could be separated out for tabulation; (2) statements which described components within a category, so that these components could be combined for tabulation; and (3) statements which were duplicated elsewhere in the report, so that these would not be counted twice.

In the reports 4,617 discrete elements were identified and assigned to the 35 categories. To assure consistency in interpretation, the categorization was done by one individual, with periodic review and suggestions from the project director.

When the written statement elements had been fitted to appropriate categories, the elements assigned to each category were recorded and counted. Tables were made showing the frequency with which teams had cited elements in each category.

The next step was to determine the significance of these tabulations.

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[2]The DROVE review is a district management review and is not intended to deal with subject matter areas. Teams, however, sometimes made recommendations and commendations about the features of specific instructional programs in one of the four conventional subject areas: agricultural, business, homemaking, or industrial education. All such statements were excluded from this analysis, reducing the number of elements analyzed to 4,617.

SAMPLE STATEMENTS FROM DROVE REPORTS

RECOMMENDATIONS

The Verification Team recommends that:

Population needs data be obtained and summarized in a written report to be distributed to the administrative and vocational staffs as a basis for curriculum development. (Function 1, Population Needs)

Department program planning processes be strengthened and articulated in a districtwide vocational education planning process. (Function 4, Program Planning)

The district consider the assignment of a full-time person to coordinate and supervise all vocational activities including work experience education. (Function 7, Curriculum Resources and Ancillary services)

The district provide up-to-date curriculum guides and course outlines with stated goals and measurable objectives supporting the instructional programs. (Function 10, Vocational Instruction)

The district review community needs to determine appropriateness of existing programs and identify needed new programs. (Function 11, Program Review)

COMMENDATIONS[1]

The verification Team commends:

The efforts of the Vocational Education Coordinator in collecting and analyzing population needs data. (Function 1, Population Needs)

The school's administration, counselors, faculty, and support staff for developing a five year planning process which includes vocational education as a viable delivery element in the plan. (Function 4, Program Planning)

The district for its commitment to vocational education as evidenced through development of a full time Vocational Education Coordinator position. (Function 7, Curriculum Resources and Ancillary Services)

The faculty for preparing complete objectives and course outlines for each vocational program. (Function 10, Vocational Education Instruction)

The staff for their efforts to utilize available and current information regarding job market and population needs to support the present program review process. (Function 11, Program Review)

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[1]Commendation statements have been selected which correspond to the recommendation statements for each function in the list above.

The content of the elements recorded for each category was studied. Conclusions were formulated, based on judgments about the significance of the content and the frequency with which teams had made the recommendations or corresponding commendations.

Appendix B

CHARACTERISTICS OF DISTRICTS REVIEWED

A description of the method used to select the 60 districts for DROVE reviews and an examination of certain characteristics of those districts is included here to indicate the nature of the DROVE sample and how it compared with the 305 other school districts in California offering high school programs. While DROVE management makes no claim that the sample selected was representative of all California districts, examination shows that, for the most part, the sample conformed quite closely to the total population in the characteristics which were available for comparison.

SELECTION OF DISTRICTS FOR REVIEW

Beginning in 1973, each spring the DROVE staff selected 20 districts for review during the following school year. The procedure used for the first year (1973-74) was to select a random sample stratified to reflect (1) the relative number of unified school districts and high school districts in the state and (2) the relative number of districts in the three administrative regions: southern, central, and coastal. Twenty districts were identified, using a table of random numbers. The districts selected were informed about the review and asked to participate.

For the 1974-75 sample, districts which had participated the previous year were removed from the list of eligible districts, to be returned after three years. Also, since it appeared that too many small districts had been included in the 1973-74 sample, the eligible districts were ranked in order by size; one high school district and one unified school district were selected from below the first quartile and from above the third quartile, and the remaining 16 districts were chosen at random from the interquartile range.

The 1975-76 sample was taken in the same way, following deletion of districts reviewed in the previous year from the population. Table B-1 shows the number of high school districts and unified school districts selected in each region for the three years. Their locations are mapped in Figure B-1.

SOME CHARACTERISTICS OF THE SAMPLE DISTRICTS

As a part of this study, an analysis of available statistics for the 60 districts was made to learn how the sample districts compared to the total

Table B-1

NUMBER OF HIGH SCHOOL DISTRICTS AND UNIFIED SCHOOL DISTRICTS REVIEWED BY REGION AND YEAR

REGION	1973-74 HSD	1973-74 USD	1973-74 TOTAL	1974-75 HSD	1974-75 USD	1974-75 TOTAL	1975-76 HSD	1975-76 USD	1975-76 TOTAL	1973-76 HSD	1973-76 USD	1973-76 TOTAL
Southern	3	7	10	3	7	10	3	7	10	9	21	30
Central	3	3	6	2	4	6	3	3	6	8	10	18
Coastal	3	1	4	1	3	4	1	3	4	5	7	12
Total	9	11	20	6	14	20	7	13	20	22	38	60

population, that is, the 365 high school and unified school districts in California. The composition of the DROVE sample by type of district and the distribution of the sample in the three regions were compared. Comparisons were also made of enrollment and financial data. These comparisons are discussed below. For the most part, the variety of districts selected for review conformed closely to the variety found in the state in these dimensions.

Sample Composition by Type and Location

As shown in Table B-2, the DROVE sample selection favored high school districts over unified school districts slightly. The proportion of high

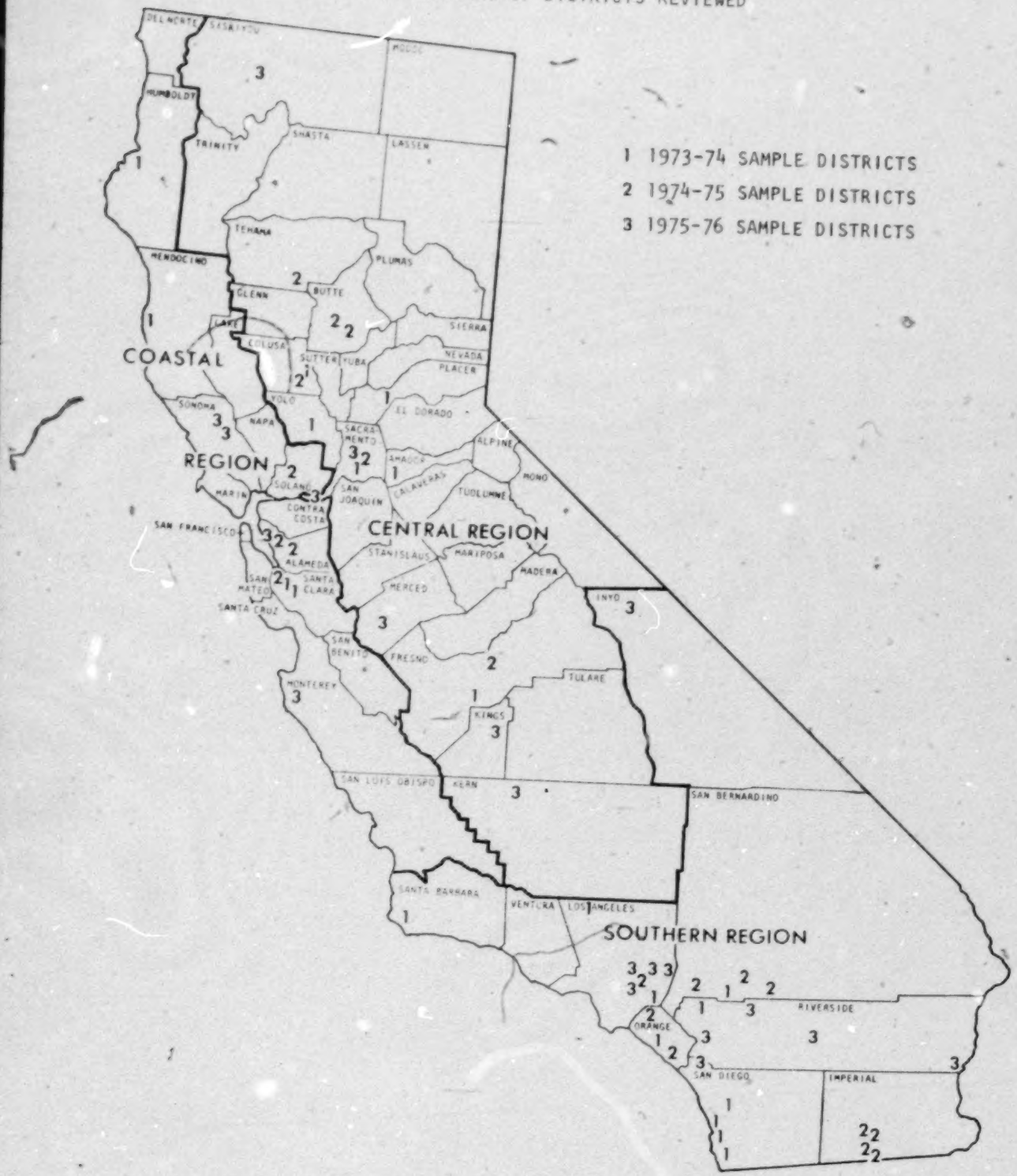
Table B-2

DISTRIBUTION OF DISTRICTS BY TYPE AND REGION

TYPE	STATE Number	STATE Percent	SAMPLE Number	SAMPLE Percent	PERCENT OF STATE DISTRICTS REVIEWED
Unified School Districts	251	69%	38	63%	15%
High School Districts	114	31%	22	37%	19%
Total	365	100%	60	100%	16%
REGION					
Southern	133	36%	30	50%	23%
Central	134	37%	18	30%	13%
Coastal	98	27%	12	20%	12%
Total	365	100%	60	100%	16%

Figure B-1

LOCATIONS OF DISTRICTS REVIEWED



school districts in the DROVE sample was somewhat higher than in the state (sample, 37 percent; state, 31 percent). Consequently, DROVE reviews took place in a slightly higher percentage of the state's high school districts: 19 percent were reviewed, as compared to 15 percent of the state's unified school districts.

The DROVE sample selection favored California's southern region over other regions in numbers of districts reviewed: half of the reviews were in this region, which contains just over one-third of the state's 365 districts with high school programs. As an outcome of this selection, smaller percentages of the districts in the coastal and central regions were included. This result had been built into the selection process, in recognition of the larger total population represented by the southern districts.

Comparison of District Size

Comparison of the sizes of sample districts to the sizes of districts in the total population indicates that the adjustment made in sample selection in the second and third years to reduce the number of small districts may not have been necessary. In the three years, the DROVE sample fell below the state in percentage of districts with small enrollments (see Table B-3). The sample was also somewhat short of the state in representation of very large districts. Consequently, the middle range of district sizes was over represented in the DROVE sample.

Comparison of District Financial Data

Modified assessed valuations and current expenses per unit of average daily attendance (a.d.a.) were compared to determine if sample districts were similar to the total population in these financial dimensions. The range and distribution of modified assessed valuations per unit of a.d.a. for high school districts and unified school districts in the sample closely matched state figures, indicating that the districts reviewed were similar to other districts in the state in ability to provide financial resources (see Table B-4).

Current expenses per unit of a.d.a. were somewhat lower in the districts reviewed than in other districts. About two-thirds (65 percent) of the sample districts were spending below the state averages, but the averages for the

Table B-3

COMPARISON OF DISTRICT SIZE

RANGE OF A.D.A.	STATE Number of Districts[1]	STATE Percent	SAMPLE Number of Districts	SAMPLE Percent
HIGH SCHOOL DISTRICTS				
1 - 300	8	7.0%	1	4.6%
301 - 500	9	7.9	1	4.6
501 - 1,000	24	21.1	4	18.2
1,001 - 2,000	20	17.5	5	22.7
2,001 - 5,000	19	16.7	6	27.2
5,001 and over	34	29.8	5	22.7
Total	114	100.0%	22	100.0%
UNIFIED SCHOOL DISTRICTS				
1 - 400	15	6.0%	1	2.6%
401 - 1,500	48	19.1	5	13.2
1,501 - 3,000	38	15.1	5	13.2
3,001 - 5,000	27	10.8	9	23.7
5,001 - 10,000	47	18.7	8	21.0
10,001 - 20,000	45	17.9	8	21.0
20,001 and over	31	12.4	2	5.3
Total	251	100.0%	38	100.0%

[1]Source: Division of Administrative Services and Division of Financial Resources and Distribution of Aid, California State Department of Education, 1973-74 California Public Schools Selected Statistics (Sacramento: California State Department of Education, 1975), p. 92.

sample districts were only slightly lower than state averages.[1] Nearly one-half (45 percent) of the high school districts reviewed were in the lowest quartile in the ranking of all high school districts by current expenses per unit of a.d.a.. Unified school districts were distributed more equally throughout the entire range, and could be said to be closer to the population values.

[1]High school districts: state average, $1,207; sample, $1,182. Unified school districts: state average, $1,094; sample, $1,088. (Source: Division of Administrative Services and Division of Financial Resources and Distribution of Aid, California State Department of Education, 1973-74 California Public Schools Selected Statistics (Sacramento: California State Department of Education, 1975), p, 92.)

Table B-4

COMPARISON OF MODIFIED ASSESSED VALUATION PER UNIT OF A.D.A.

RANGE OF MODIFIED ASSESSED VALUATION PER UNIT OF A.D.A.	STATE Number of Districts[1]	STATE Percent	SAMPLE Number of Districts	SAMPLE Percent
HIGH SCHOOL DISTRICTS				
$120,000 and over	5	4.4%	0	0.0%
85,000 - 119,999	11	9.6	2	9.1
60,000 - 84,999	22	19.3	4	18.2
35,000 - 59,999	57	50.0	11	50.0
Under $35,000	19	16.7	5	22.7
Total	114	100.0%	22	100.0%
UNIFIED SCHOOL DISTRICTS				
$35,000 and over	35	13.9%	6	15.8%
25,000 - 34,999	29	11.6	3	7.9
15,000 - 24,999	74	29.5	9	23.7
5,000 - 14,999	112	44.6	20	52.6
Under $5,000	1	.4	0	0.0
Total	251	100.0%	38	100.0%

[1]Source: Ibid., pp. 27, 28.

Other Characteristics of the Sample

Tables B-5 and B-6 identify the 60 sample districts and give other data about the number of schools in each, student populations, vocational programs, and finances. The districts are listed in order of their average daily attendance. All information is for the 1973-74 school year.

Two-thirds of the 60 districts were single high school districts. Multiple high school districts in the sample were operating up to 12 high school units. A total of 116 high schools were included in the participating districts. Three-fourths of the sample districts also operated continuation schools and 16 had adult programs in vocational education.

Average daily attendance for the high school districts ranged from 219 to 16,642 (median about 2,050); grades 9-12 a.d.a. for the unified school districts ranged from 69 to 37,286 (median about 1,630). Vocational enrollments reported for high school districts ranged from 155 to 7,384 enrollees (median

Table B-5

SELECTED STATISTICS FOR HIGH SCHOOL DISTRICTS REVIEWED[1]

DISTRICT	COUNTY	NUMBER OF SCHOOLS[2] High Schools	NUMBER OF SCHOOLS[2] Continuation	AVERAGE DAILY ATTENDANCE[3] (9-12)	VOCATIONAL EDUCATION ENROLLMENT[4]
Sweetwater	San Diego	7	1	16,642	968
Campbell	Santa Clara	8	1	15,616	6,353
Fremont	Santa Clara	6	1	14,597	7,384
Grant	Sacramento	5	1	9,369	5,781
Escondido	San Diego	4	1	5,900	2,366
William S. Hart	Los Angeles	3	1	4,708	2,700
Amador Valley	Alameda	3	1	4,439	1,945
Placer	Placer	3	1	3,462	1,482
San Dieguito	San Diego	1	1	2,760	1,409
Oroville	Butte	2	1	2,392	1,316
Central	Imperial	1	1	2,295	927
Delano	Kern	1	1	1,818	844
Brawley	Imperial	1	1	1,611	987
Fallbrook	San Diego	1	1	1,597	622
Fortuna	Humboldt	1	1	1,220	302
Healdsburg	Sonoma	1	1	1,117	887
Galt	Sacramento	1	1	926	155
Elsinore	Riverside	1	-	814	1,406
Bishop	Inyo	1	-	794	408
Corning	Tehama	1	1	567	838
Riverdale	Fresno	1	-	419	511
Etna	Siskiyou	1	-	219	212
Total		54	18	93,282	39,803
Average				4,240	1,809
Median				2,050	975

[1]All statistics are for 1973-74. Districts are ranked in order of average daily attendance.

[2]Bureau of Publications, State Department of Education, 1974 California Public School Directory (Sacramento: California State Department of Education, 1974).

[3]Division of Administrative Services and Division of Financial Resources and Distribution of Aid, California State Department of Education, 1973-74 California Public Schools Selected Statistics (Sacramento: California State Department of Education, 1975), pp. 93-123.

[4]Department of Education, Vocational Education Student Enrollment Data, Fy 1974, (Sacramento: California State Department of Education, 1974).

[5]Allocation of P.L. 90-576 (Part B) vocational education funds for 1973-74, from information furnished by the Vocational Education Support Unit, California State Department of Education.

PROGRAMS REPORTED[4]						DISTRICT MODIFIED ASSESSED VALUATION[3] (Millions)	EXPENSE PER UNIT OF ADA[3]	VEA ENTITLEMENT[5]	YEAR REVIEWED
Agricultural	Business	Homemaking Part F	Homemaking Part B	Industrial	Work Experience				
•	•	•	•	•		$438	$945	$121,770	73-74
•	•	•	•	•	•	495	956	115,406	73-74
	•	•	•	•	•	629	1,223	112,495	73-74
•	•	•	•	•		209	1,061	76,583	75-76
•	•	•		•	•	262	1,080	41,541	73-74
•	•	•	•	•	•	186	1,074	31,493	73-74
•	•	•	•	•	•	166	1,206	26,280	74-75
•	•	•	•	•	•	143	1,080	36,450	73-74
•	•	•		•	•	213	1,276	20,132	73-74
•	•	•	•	•	•	91	1,151	19,192	74-75
•	•	•	•	•		67	1,062	20,540	74-75
•	•	•		•	•	67	1,209	16,366	75-76
•	•	•	•	•	•	53	1,140	14,580	74-75
•	•	•	•	•		137	1,318	11,130	75-76
•	•	•		•		62	1,153	17,010	73-74
•	•	•		•	•	55	1,187	10,927	75-76
•	•					36	1,087	8,100	73-74
•	•	•		•	•	79	1,405	5,000	75-76
•	•	•		•		52	1,258	6,426	75-76
•	•	•			•	29	1,136	5,862	74-75
•	•	•		•	•	30	1,682	5,000	73-74
•	•	•	—	—	—	15	1,340	5,000	75-76
21	22	21	11	19	14	$3,514	$26,029	$727,283	
						160	1,183	33,058	
						85	1,150	18,100	
95%	100%	95%	50%	86%	64%				

PERCENT REPORTING PROGRAM

Table B-6

SELECTED STATISTICS FOR UNIFIED SCHOOL DISTRICTS REVIEWED[1]

DISTRICT	COUNTY	NUMBER OF SCHOOLS[1] High Schools	NUMBER OF SCHOOLS[1] Continuation	AVERAGE DAILY ATTENDANCE[1] (9-12)	VOCATIONAL EDUCATION ENROLLMENT[1]
San Diego	San Diego	12	2	37,286	4,495
Hayward	Alameda	4	2	9,089	2,537
Tustin	Orange	2	1	5,320	3,186
Palo Alto	Santa Clara	3	1	4,976	335
Fairfield-Suisun	Solana	2	1	4,508	2,114
Lompoc	Santa Barbara	2	1	3,891	3,034
Colton	San Bernardino	2	1	3,851	2,211
Arcadia	Los Angeles	1	1	3,733	1,048
Alameda	Alameda	2	1	3,587	2,073
Elk Grove	Sacramento	1	1	3,441	1,850
Bassett	Los Angeles	1	1	3,291	376
Glendora	Los Angeles	1	1	3,225	1,342
Jurupa	Riverside	1	1	2,421	1,579
Claremont	Los Angeles	1	1	2,414	791
Desert Sands	Riverside	1	1	2,343	430
Woodland	Yolo	1	1	2,257	1,075
Sanger	Fresno	1	1	1,821	83
Yucaipa	San Bernardino	1	1	1,709	921
Temple City	Los Angeles	1	1	1,652	855
Walnut Valley	Los Angeles	1	-	1,608	544
Brea-Olinda	Orange	1	1	1,517	878
Morongo	San Bernardino	2	-	1,421	482
Calexico	Imperial	1	1	1,393	806
Laguna Beach	Orange	1	1	1,187	397
Carmel	Monterey	1	1	1,152	545
Palo Verde	Riverside	1	1	1,108	265
Los Banos	Merced	1	1	999	910
Banning	Riverside	2	1	947	386
River Delta	Sacramento	2	-	812	423
Corcoran	Kings	1	1	743	677
Bear Valley	San Bernardino	1	-	593	229
Imperial	Imperial	1	1	445	338
Colusa	Colusa	1	-	405	132
Durham	Butte	1	-	255	384
Jackson	Amador	1	-	197	62
Mendocino	Mendocino	1	-	166	121
Williams	Colusa	1	-	163	195
Geyserville	Sonoma	1	-	69	64
Total		62	29	115,995	38,173
Average				3,053	1,005
Median				1,630	600

[1]See corresponding footnotes for Table B-5.

PROGRAMS REPORTED[1]						DISTRICT MODIFIED ASSESSED VALUATION[1] (Millions)	EXPENSE PER UNIT OF ADA[1]	VEA ENTITLEMENT[1]	YEAR REVIEWED
		Homemaking							
Agricultural	Business	Part F	Part B	Industrial	Work Experience				
•	•	•	•	•	•	$1,943	$1,024	$304,811	73-74
	•	•	•	•	•	308	1,040	91,976	74-75
•	•	•		•	•	199	976	65,120	73-74
	•			•		376	1,809	47,382	74-75
•	•	•	•	•	•	113	901	32,130	74-75
•	•	•		•	•	75	1,042	37,125	73-74
•	•	•	•	•	•	116	987	31,154	74-75
	•	•		•	•	145	1,012	28,711	75-76
	•	•		•	•	172	1,153	31,930	75-76
•	•	•		•	•	124	891	21,931	74-75
	•	•	•	•		60	934	20,337	74-75
	•	•	•	•	•	72	954	26,927	75-76
•	•	•		•	•	78	924	19,542	73-74
	•	•	•	•	•	68	1,090	19,218	75-76
	•	•		•	•	157	1,030	16,097	75-76
•	•			•	•	118	1,045	19,440	73-74
					•	63	970	13,094	74-75
•	•	•	•	•	•	58	892	13,972	73-74
	•	•	•	•	•	52	968	13,323	75-76
	•	•	•	•	•	45	944	8,373	73-74
•	•	•	•	•	•	84	1,105	10,778	74-75
	•	•		•	•	82	1,106	8,805	74-75
•	•	•		•	•	24	870	12,960	74-75
	•	•		•	•	114	1,321	8,022	74-75
	•	•		•	•	152	1,238	10,490	75-76
•	•			•	•	49	954	7,636	75-76
•	•				•	57	981	9,520	75-76
	•			•	•	29	1,023	7,923	75-76
•	•					97	1,773	8,125	75-76
•	•	•		•	•	32	1,089	6,685	75-76
	•	•				65	1,325	5,000	74-75
•	•	•		•		29	1,050	5,000	74-75
•						29	941	6,480	73-74
•	•	•		•	•	25	1,183	6,075	74-75
	•	•		•		14	1,147	5,000	73-74
	•	•			•	28	1,260	5,000	73-74
•	•	•				16	1,100	5,000	74-75
—	•	•	•	—	•	9	1,399	5,000	75-76
19	36	31	12	30	30	$5,277	$41,451	$996,092	
						139	1,091	26,213	
						70	1,035	13,025	
50%	95%	82%	32%	79%	79%				
PERCENT REPORTING PROGRAM									

about 975); for unified school districts from 62 to 4,495 (median about 600). The total vocational enrollment reported for the 60 districts for 1973-74 was 77,976 students.

The tables indicate that, with a few exceptions, the districts reviewed reported a variety of vocational offerings in their 1973-74 curriculum. A somewhat greater variety was available to students in the high school districts, where proportions of districts offering programs in the areas of agriculture, business, homemaking, and industrial education were greater. Work experience education programs were available more frequently in unified school districts than in high school districts.

Modified assessed valuations for districts reviewed ranged from over $15 million to over $629 million for high school districts (median about $85 million) and from under $9 million to nearly $2 billion for unified school districts (median about $70 million). Current expenses per unit of a.d.a. ranged from $945 to $1,682 for high school districts (median about $1,150) and from $870 to $1,809 for unified school districts (median about $1,035). (See previous discussion.)

Sample districts received federal VEA entitlements ranging from the $5,000 minimum (nine districts) to $121,770 for high school districts (median about $18,100) and $304,811 for unified school districts (median about $13,025). Computation of VEA entitlement per vocational education enrollee reported for 1973-74 showed a range of $3.56 to $125.80 and a median of about $15.63 for high school districts; a range of $9.87 to $157.76 and a median of about $19.65 for unified school districts.

Appendix C

CHARACTERISTICS OF DROVE VISITING TEAMS

The DROVE report statements which were the data for this analysis were written by DROVE visiting teams to inform local personnel of the team's appraisal of district strengths and needs for improvement. Each team member was assigned responsibility for a portion of the report; all members were instructed to discuss all statements and reach a consensus on the statements which were to be included in the report. Since the report statements analyzed here reflect the collective views of DROVE team members, some information about team member characteristics is included below.

In the first year of the DROVE reviews, each visiting team was composed of five members. In following years, team size varied from two to five members, adjusted to the size of the district reviewed. In the 60 reviews a total of 257 visits were made by individual team members. The average team size was 4.3 persons.

Whenever possible teams were recruited to include:

1. A government representative. One person from the California State Department of Education or the U. S. Office of Education was to be included on each team. This member's contribution to the review was knowledge of federal and state resources and regulations and familiarity with federal, state, and regional policies and plans. The review assignment also provided the government representatives with inservice experience by acquainting them with the evaluation process and allowing them to make contact with local education operations.

   Participating state staff included Department of Education vocational education regional office personnel and members of the Sacramento-based Vocational Education Support Unit from all levels. (The intention is to have all members of the state staff serve on a review team at least once every two years, to the degree feasible.) DROVE staff members served on five review teams. At least one state staff member or U.S.O.E. representative served on 54 of the 60 teams; two or more served on seven teams.

2. A representative from a county or school district office. The team chairman was always selected from this group. Ninety-two percent of the 148 individuals included were vocational education coordinators, ROP directors,

or county or district office administrators with responsibility for vocational education programs. Others were department chairmen, principals, vocational counselors, or teacher-coordinators.

For early reviews, team members in this group were recruited by DROVE staff from qualified practitioners who were willing to serve. Subsequently, team chairmen and members nominated other persons for participation. Also, a letter was sent to all vocational education coordinators in California inquiring about their interest in serving; from their responses a waiting list of volunteers was obtained. Prospective participants were screened for suitability by bureau chiefs and regional office staff prior to assignment.

DROVE management believes that the success of the DROVE reviews was largely dependent upon these local people who were willing to serve on DROVE visiting teams. The process required cooperation of districts throughout the state; for each visit the local unit donated four days of staff time, a total of nearly 600 man days for the 60 reviews.

All teams had at least one county or district representative, who chaired the group. Fifty-six teams included two or more persons from this category.

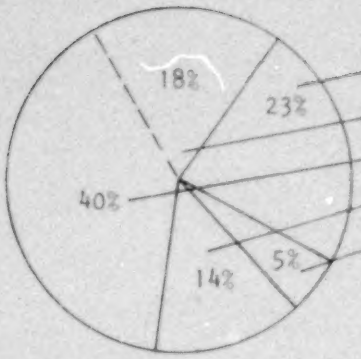
3. One vocational education teacher-educator. This person was from a university faculty, where he or she was responsible for preservice training of vocational education instructors. Usually this assignment on the DROVE team included editing the team's report. Teacher-educators came from campuses of the University of California and the California State Universities. Thirty-five of the 60 teams had at least one person from this group; two of these teams had two teacher-educator members.

A summary of team membership is shown in Table C-1. Persons in the "other" category included U.S.O.E. regional staff, California Advisory Council on Vocational Education and Technical Training members, and contracted DROVE consultants.

A total of 197 persons participated in the 257 visits; about one-fourth (24 percent) served in more than one review. Usually second and third assignments were for district or county personnel to serve as team chairmen. Table C-2 shows the number of times individuals from the three administrative regions (sourhern, central, and coastal) served on teams.

Table C-1

DROVE VISITING TEAM COMPOSITION



VISITORS	60 VISITS 1973-76	VISITS BY YEAR 73-74	74-75	75-76
State staff	59	26	14	19
County personnel	46	17	15	14
District personnel	102	42	30	30
Teacher-educators	37	18	9	10
Other	13	1	6	6
Total	257	104[1]	74	79[2]

[1] Includes 4 observers.

[2] Includes 1 observer.

Table C-2

REGIONAL DISTRIBUTION OF TEAM MEMBERS AND TIMES SERVED

HOME REGION	NUMBER OF INDIVIDUALS	SERVED 1 Time	2 Times	3 Times	4 Times	PERCENT WHO SERVED MORE THAN ONCE
Southern	65	50	11	4	0	23%
Central	93	72	16	4	1	23%
Coastal	41	30	10	1	0	27%
Total[1]	199	152	37	9	1	
State[1]	197	150	35	11	1	24%

[1] Totals do not agree because two individuals changed their home region between reviews; they were counted twice in the regional tabulation.

Less than 15 percent of the team members were women. Only one team was chaired by a woman.

In recruiting team members, DROVE staff stressed the inservice experience participants gained from their visit to another district. Also, the DROVE process specified that visiting teams were to be composed of persons from outside the area who could bring fresh outlooks to the local scene. For both of these reasons--to provide inservice for the team and an objective review for the district--team assignments were made that would send visitors to an area well apart from their home base. Of the 257 visits, 97 percent were to

Figure C-1

HOME COUNTIES OF VISITING TEAM MEMBERS

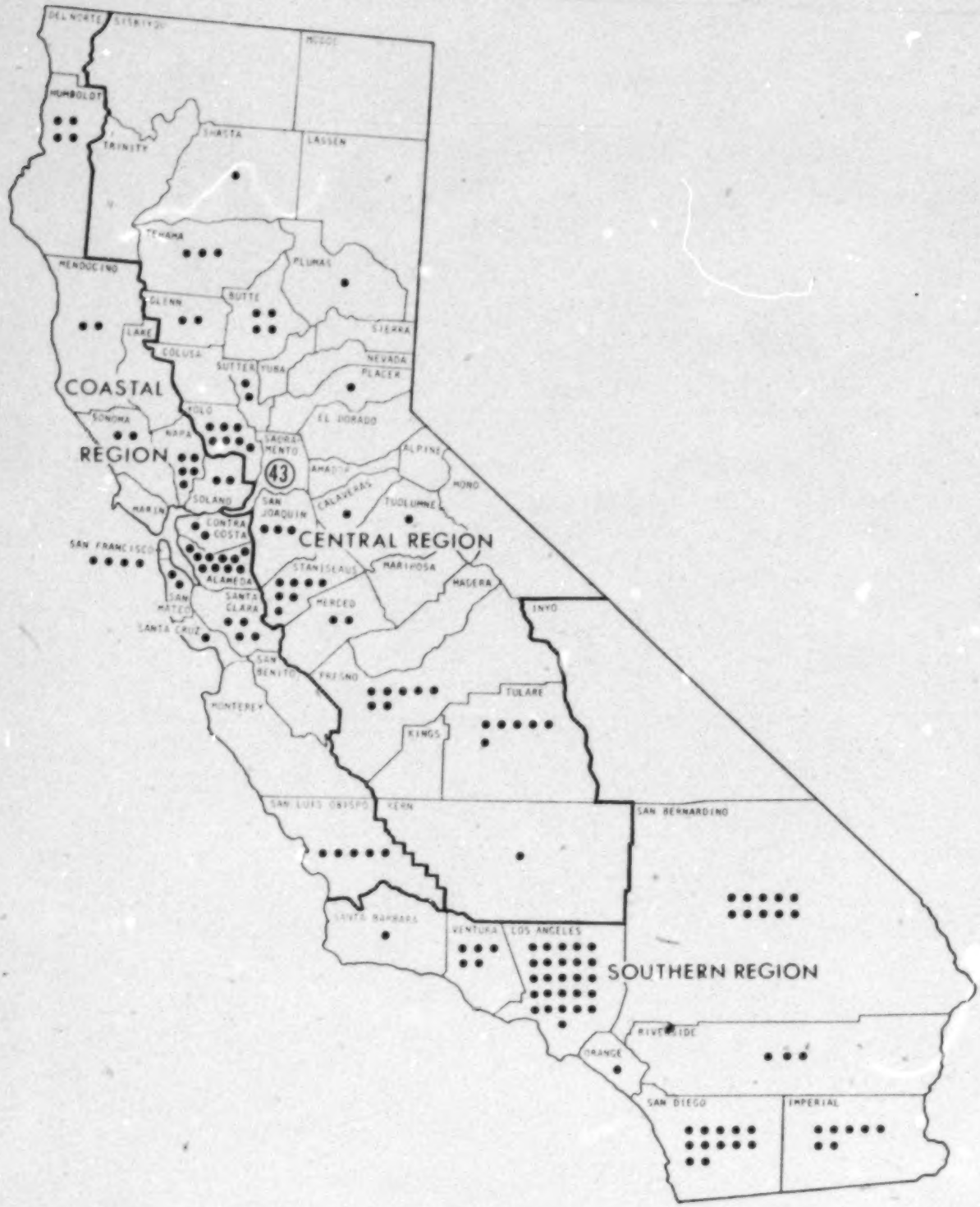


Table C-3

VISITS TO ANOTHER REGION

HOME REGION	NUMBER OF VISITS (BY REGION)	VISITS TO ANOTHER REGION
Southern	84	9
Central	120	75
Coastal	53	41
State	257	125

districts located outside the county in which the team member was employed. Nearly half the visits were to another region. As shown in Table C-3, visits in Southern California were most often to districts within that region, but team members from the central and coastal regions reviewed districts outside their home region in over two-thirds of their visits.

All told, 37 of California's 58 counties were represented on the 60 review teams. The home counties of team members are mapped in Figure C-1. The large number of persons from Sacramento County was due to state staff participation. This and the teacher-educator membership accounts somewhat for the concentration in Los Angeles, San Louis Obispo, Fresno, Yolo, and Alameda Counties, which are sites for regional offices and/or universities.